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ABSTRACT

This analysis discusses ways to address the persistent challenge of ensuring that students who attend urban schools are taught by highly effective teachers. It presents a four-point strategic plan that includes: (1) increase the quantity and quality of people entering and returning to teaching in urban districts (precollegiate recruitment, higher education recruitment, and recruitment from alternative candidate pools); (2) shape the content of preparation programs to encourage teacher candidates to pursue and succeed where they are most needed (ensure that programs have a clear vision and provide in-depth knowledge, extensive experiences, consistency, and meaningful evaluation); (3) improve the recruitment and hiring process (improving the hiring process, providing financial incentives, improving teaching conditions, and offering differential pay); and (4) support teachers' professional growth once working in a district (teacher placement and high quality induction programs). The paper concludes by discussing: increasing and equalizing teacher salaries; facilitating the task of recruiting good teachers; the importance of state policies; tools for priority-setting; and setting priorities. An appendix presents a policy and program checklist for teacher recruitment and retention. (Contains 64 references.) (SM)

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RECRUTING AND RETAINING EFFECTIVE TEACHERS FOR URBAN SCHOOLS

Developing a Strategic Plan for Action

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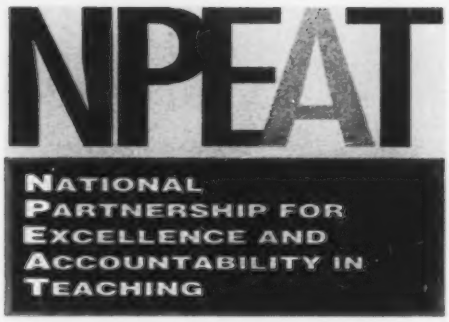

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The opinions, conclusions, and recommendation expressed in this publications do not necessarily reflect the views or opinions of the National Partnership for Excellence and Accountability in Teaching nor those of the Office of Educational Research and Improvement, U.S. Department of Education. Neither NPEAT nor OERI endorse or warrant the information contained in the published material. Publication of this material is meant to stimulate discussion, study, and experimentation among educators. The authors were encouraged to express their judgement freely. Thus, the reader must evaluate this information in light of the unique circumstances of any particular situation and must determine independently the applicability of this information thereto.

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Forward

This analysis of ways to address the persistent and increasingly difficult challenge of ensuring that students who attend urban schools are taught by highly effective teachers was initiated by the Policy Board of the National Partnership for Excellence and Accountability in Teaching (NPEAT). In October 1998, NPEAT twenty-nine partner organizations recognized that the quality of teaching is the most important determinant of school quality. They also recognized that new strategies and new commitments will be needed to ensure that all students, and especially students attending urban schools, are taught by caring and competent teachers.

Throughout 1999, representatives from several NPEAT partner organizations, working with researchers affiliated with NPEAT, met to identify and evaluate policies and practices that promise to enhance both the quantity and quality of teachers serving students in urban schools. Among those individuals who were most active in this working group were Michael Allen, Education of the States, Lynn Boyer, Council for Exceptional Children, Fred Brown, National Association of Elementary School Principals, Segun Eubanks, National Education Association, Carolyn Evertson, Vanderbilt University, Liz Fideler, Recruiting New Teachers, Inc., Phoebe Gillespie, Council for Exceptional Children, Dan Laitsch, American Association of Colleges of Teacher Education, Richard Mainzer, Council for Exceptional Children, Frank Murray, University of Delaware, Sharon Feiman-Nemser, Michigan State University, Bob Palaich, Education Commission of the States, Virginia Roach, National Association of State Boards of Education, Shirley Schwartz, Council of the Great City Schools, Billie Rollins, Council of Chief State School Officers, Joan Baratz-Snowden, American Federation of Teachers, and Sandra Stroot, Ohio State University.

NPEAT staff who contributed to this project include Deborah Collins, Monica Martinez, Hunter Moorman, Donna Rhodes, Leolis Walker, and Jeanie Yerby.

While many people helped shape the content of this study in important ways, the conclusions reached and recommendations made are the responsibility of the authors and do not necessarily represent the positions of NPEAT's partner organizations or of the United States Department of Education's Office of Educational Research and Improvement, which funded much of the work.

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Recruiting and Retaining Effective Teachers for Urban Schools

Developing A Strategic Plan for Action

Introduction

The most important challenge facing public education today is to provide high quality teachers for every student. Teacher shortages in many fields and locations are real and growing, particularly in urban schools and schools serving low income students. Furthermore, despite the fact that most districts have policies to encourage the recruitment of teachers of color, the supply of teachers entering the workforce remains predominantly white and non-Hispanic.

The difficulties that many districts are now having in recruiting and retaining high quality teachers will become increasingly acute unless dramatic steps are taken to address the problem. There are several reasons for this:

- Student enrollments are growing at a record-high and will not drop.
- States and localities are raising the bar for entry to the profession.
- Reductions in class size are increasing the need for teachers.
- Higher standards for students place greater demands on teachers and create needs for teachers in fields already experiencing substantial teacher shortages.
- The demand for talented people in private industry is great in fields with chronic teacher shortages, such as math and physical sciences.

The nation will not meet the challenge of ensuring that every student, especially students placed at risk of failure in school, has a highly qualified and caring teacher by ad hoc, piece-meal strategies. What is needed is a comprehensive and coherent set of policies and practices based upon high standards that will reduce the barriers for qualified individuals to enter teaching, attract greater numbers of promising candidates and retain them, and raise the quality of teaching overall.

Teacher Quality and Quantity: Assessing The Costs and Benefits of Teaching.

An unmet demand for qualified teachers in high-need fields and localities occurs when the *costs of becoming and being a teacher*, are seen by potential teachers to exceed the *benefits of teaching*. The relationship between costs and benefits of a career in teaching involve financial considerations, investments in career preparation, the process of entry into the field, and working conditions, including those that influence opportunities to be successful.

- **Financial Considerations**. Low salaries affect both recruitment and retention of teachers and may discourage some of the most academically talented college graduates from pursuing careers in teaching (Manski, 1985). Teachers' salaries and benefits are considerably lower than those of other careers that attract most other college graduates and the salary gap widens with years of experience (Henke, et al., 1997; Education Week, January 2000). When it comes to choosing a career, college students care about the salary of teaching relative to other jobs. More than half graduate with student loans to repay. Surveys of new college graduates show that relative pay plays an important role in determining whether undergraduates prepare to become teachers. Meanwhile, researchers studying attrition agree that higher

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salaries reduce attrition. Most dramatically, one study illustrated that $4,000 more pay reduced attrition among first year teachers by one-third, independent of community economic conditions, teachers' age, and other factors. With the increased pay, the percentage of teachers estimated to teach longer than five years rose from 43 to 54 percent among elementary and from 27 to 42 percent among high school teachers (Ballou & Podgursky, 1997, 62-63. See also, Kirby, Naftel & Berends, 1999, 55-58; Hanushek, et al., 1999).

- **Career Preparation**. The increasing length of time required to earn a teaching credential is seen by some candidates as unnecessary, irrelevant, and financially untenable. Furthermore, too many preparation programs fail to give teacher candidates the particular knowledge, skills and experience they need in order to succeed in the schools that need them most (Lewis, et al., 1999).

- **Unnecessary Barriers to Entry.** Upon completing a teacher preparation program, candidates are often subjected to assessments that measure abilities unrelated to good teaching. Minimum competency tests may be viewed by the most academically able students as demeaning. Job offers made to new teachers often come after those from other employers, and job offers from large urban districts may be the last to be made. Once assigned to a school, novice teachers run the risk of being placed in the most challenging teaching positions with little support.

- **Working Conditions**. We know that most individuals who choose to teach do so because they want to make a difference in the lives of children. Teachers too often work under conditions that undermine their effectiveness, with inadequate supplies and support and in dilapidated buildings (GAO, 1996). Teachers at both the elementary and secondary levels have less planning and collaboration time than most other teachers in the developed world (Henke, et al. 1997). Many teachers report feeling that they have little opportunity to shape their own work (Henke, et al. 1997). In some circumstances, teachers face threats of physical violence and recurrent disruption (Metropolitan Life Survey, 1999).

The current balance of costs and benefits of becoming and being a teacher gives rise to several undesired consequences:

- **Persistent Shortages**. While states collectively prepare sufficient *numbers* of teachers, these teachers often do not meet the needs of schools in terms of interest in and capabilities to teach *high- need subjects* or desire to teach in *high need locations*. In general, many prospective teachers do not want to work where the jobs are. As a consequence, severe and chronic teacher shortages exist in the fields of special education, bilingual education, mathematics, physical science, and in communities where many poor children live.

- **Wasted Resources.** Even with acute shortages of qualified teachers in many schools, many individuals who complete teacher preparation programs do not enter careers in teaching. In 1994, among graduates who majored in education, 22-percent of individuals who prepared to teach did not do so in the year following graduation. Most students with bachelors degrees in fields other than education, who also engaged in practice teaching, became certified or reported considering teaching, did not even apply for a teaching job (Henke, et al. 1997). In some states, the situation is striking. For example, New York produces more teachers than it hires; in 1996-97 the state licensed 21,500 teachers, but only 5,900 of these were hired by New York schools. Nonetheless, 9,000 unlicensed teachers were hired in New York in the same year, most in New York City.

- **Unqualified Teachers and Lower Student Performance.** Too often, the response of districts that face teacher shortages is to lower teacher standards to fill positions. Thus, shortages become less an issue of numbers than quality. California's class size reduction has been accompanied by massive increases in emergency licenses and waivers with urban areas hit hardest (Shields, Marsh & Powell, 1998). Nation-wide in 1993-94, eight percent of public schools with vacancies reported hiring less than fully qualified teachers among their remedies. Fifteen percent reported using substitutes (Henke, et al., 1997). Meanwhile, over one-quarter of teachers whose main teaching assignments are in core academic subjects do not have even a college minor in the subject they teach (Ingersoll, 1999). Allowing people to teach

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without demonstrating they have achieved certain standards undermines the integrity of the profession, and makes the teacher standards movement virtually meaningless. Most important, it undermines students' opportunities to learn and achieve.

Characteristics and Importance of Effective Teachers

No single characteristic of teachers accounts for their effectiveness, but some characteristics can predict with some reliability a teachers' effectiveness in increasing student performance. At least three teacher indicators appear to influence student achievement:

- **Teachers' knowledge and preparation.** Knowledge of subject matter, student learning, and teaching methods appear to make teachers more effective. For example, studies have shown that teacher effectiveness is related to the number of college courses in subject and the number of subject-related education courses (Monk, 1994) whether or not a teacher is certified in the subject they teach, (Goldhaber and Brewer, 1999; Darling-Hammond, 1999b) and whether or not teachers possess an undergraduate or graduate degree in the subject they teach (Goldhaber and Brewer, 1999; Rowan et al., 1997).
- **Teachers' general verbal ability.** Research indicates that teachers who have relatively high scores on verbal tests, such as the SAT or ACT, are more effective in helping students to achieve well on verbal measures of achievement as well (Ferguson, 1998; Ferguson & Ladd, 1996; Strauss & Sawyer, 1986; Fowen, et al., 1997; Hanushek, 1992).
- **Teachers' years of experience.** Studies of student achievement suggest that a teacher's effectiveness improves noticeably in the early years of a teacher's career. For example, one urban district in Texas found a significant correlation between student scores on the state test and their teacher's experience (SBEC Panel, 1998). When this district compared student pass rates of first-year teachers with those of teachers who have five or more years of experience, it found a significant difference in favor of experienced teachers. In reading, for example, the only factor that accounted for more variance than teaching experience was students' prior reading achievement (see also, Hanushek, 1997; Rivkin, et al., 1998; Murnane & Phillips, 1981; Ferguson, 1998).

Not only is there clear evidence of the characteristics of effective teachers, but recent research has documented the critical importance of high quality teaching. The quality of teaching explains more of the variation in academic achievement than any other measured school- related influence on student learning (Greenwald, Hedges & Laine, 1996; Ferguson, 1998; Rivkin et al., 1998; Darling-Hammond, 1999b). Two equally achieving second graders can grow 50 percentile points apart by the end of fifth grade as a result of having different teachers (Sanders & Rivers, 1996).

- **An Absence of Diversity.** In a survey of 39 of the largest districts in the country, more than 9 out of 10 reported a demand for teachers of color (Council of the Great City Schools, 1996). Still, the typical graduate of a teacher preparation program is white, female, 21 years old, speaks only English, comes from a small town, and would like to teach close to his or her home town (AACTE, 1996).

- **Attrition- Costs to Districts and Students**. Attrition hurts schools not only because new teacher recruitment takes time and money, but especially because students learn more from experienced teachers. Beginning teachers and teachers who are academically talented are most likely to leave. (Schechty & Vance, 1983; Murnane, et al., 1991; NCES, 1997). One-fifth of all public school teachers report that they would be unlikely to become teachers again, and only one-third of public school teachers say they plan to continue teaching as long as they are able (Henke, et al., 1997).

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The Bottom Line: High Costs for All. Circumstances that discourage individuals from careers in teaching and cause high turnover rates among new teachers have costs for students, districts, and taxpayers. Students learn more when they are taught by teachers who know their subject matter and how to teach it, are properly certified, have high verbal ability, and have experience (See Box, "What Is High-Quality Teaching and Why Is it Important?"). Districts that find it difficult to attract and retain high-quality teachers are likely to have lower student achievement, and must contend with the high costs of constantly recruiting new teachers and providing them with monitors and with exceptional professional development opportunities. Ultimately, taxpayers foot the bill, in the form of higher costs for a less efficient school system that operates a recurring cycle of teacher recruitment, preparation, and induction.

A Focus on Urban Schools.

Nowhere is the need to attract and retain high-quality teachers by reducing *costs* and increasing *benefits* of teaching more urgent than in our nation's urban schools. These schools educate over 40 percent of students who are not proficient in English, three-quarters of the nation's minority students and 40 percent of the nation's low-income students. Schools in urban areas contend with the lowest levels of student achievement, the highest levels of student dropout, and a disproportionate percent of students with physical, emotional, and mental disabilities (Lippman, Burns &, McArthur, 1996; Education Week, 1998).

Although urban schools enroll only 28 percent of all American students, the disproportionate presence of students with special needs makes urban schools a key leverage point for improving equality of educational opportunity. These same urban schools, many of which lose half of all beginning teachers in the first five years of employment, report chronic needs for teachers, particularly teachers of color and male teachers and teachers in fields such as bilingual education, physical science, mathematics and special education.

Almost any survey of newspapers in urban areas will yield feature articles on the continuing difficulties school districts are having recruiting qualified teachers. This is not a new problem. In the late 1980's, school principals in urban schools were 50 percent more likely to report difficulty in hiring teachers than other principals. In high-poverty urban schools, principals were twice as likely to have difficulty recruiting new faculty than other principals (Lippman, Burns & McArthur, 1996).

Teaching in an urban school has some of the greatest costs, and least benefits, for teachers in a profession that generally contends with a cost/benefit balance that deters many from entering and staying in teaching.

- **Financial Costs.** In 1987-88, urban school teachers earned less than their counterparts in suburban districts, while teachers at high poverty urban schools earned even less (Lippman, et al., 1996). What's more, living in many urban areas is more expensive. It should come as little surprise, then, that urban teachers report the lowest levels of teacher satisfaction with salary (Henke, et al., 1997).

- **Career Preparation and Entry.** Too many preparation programs do not give teacher candidates the particular knowledge, skills and experience they need in order to succeed in urban schools (Lewis, et al., 1999). Furthermore, most teacher preparation programs are university-based, which often discourages individuals who must work full-time and do not live near a university campus from completing a university degree program. Finally, job offers from urban districts are often given late in the summer, by which time potential candidates have already accepted positions in wealthier, and more prompt, suburban districts.

- **Working Conditions.** Teachers in high-poverty urban schools often contend with the lowest levels of student achievement; the highest levels of student dropout; the lowest levels of teacher satisfaction with teaching resources; the lowest levels of teacher control over curricular and pedagogical issues; and the most dilapidated school buildings in the country. Urban teachers also report above average incidents of violence against teachers on school grounds. Table 1 summarizes some of the concerns of teachers in urban schools, especially when they teach in high poverty schools (See, also Education Week, 1998).

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TABLE 1:

PUBLIC SCHOOL TEACHERS' WORKING CONDITIONS: 1987-1988

	All Schools	Urban Schools	High Poverty Urban Schools
Percentage of teachers who agreed that necessary materials are available in their schools	76.3	70.1	66.9
Percentage of teachers who think teachers have great deal of influence on establishing curriculum	34.9	26.0	21.9
Percentage of teachers who consider teacher absenteeism a problem in their school	23.4	30.6	37.0
Percentage of teachers of 8th-grade students who spend at least 1 hour per week maintaining classroom order and discipline	16.7	24.6	28.2
Percentage of secondary teachers who believe that student absenteeism is a problem in their school	68.1	78.2	83.7
Percentage of secondary teachers who believe student weapons possession is a problem in their school	11.1	21.3	30.1

Source: Lippman, L. Burns, S. & McArthur, E. 1996. Urban Schools: The Challenge of Location and Poverty. Washington, DC: U.S. Department of Education, National Center for Education Statistics.
Low poverty: 5% or fewer students receiving free or reduced-priced lunch
High poverty: Over 40% of students receiving free or reduced-priced lunch

Not only are the costs of teaching particularly high in urban shcools, but the consequences are particularly striking in terms of chronic teacher shortages. In a 1996 survey by the Council for the Great City Schools, more than two-thirds of the nation's 39 largest districts reported a demand for special education teachers. Students in urban high poverty schools have only 50 percent likelihood of being taught math and science by a qualified teacher in that field (Ingersoll, 1999).

Urban schools in general have the hardest time recruiting and retaining qualified teachers. As a result under-qualified teachers or those with emergency licenses work disproportionately in high-poverty and urban schools (U.S. Department of Education, 1998).

In terms of teacher turnover, the affect on urban schools also is disproportionate, in large part because of inadequate preparation that includes emergency certification, challenging teaching assignments, and a woeful lack of quality mentoring and induction programs (U.S. Department of Education, 1998) Worse still, though migration from all central city schools is only slightly above average, migration away from schools with 50% or more minority students is almost twice as high as migration away from schools with less than 5% minority students. Filling tough assignments with beginners is at best a short-term solution; beginners are likely to switch schools at high rates (NCES, 1997). Moreover, beginning teachers are likely to be an increasingly large proportion of the teaching force (Grissmer & Kirby, 1997).

Administrators, teachers and community members in urban areas have stated their desire to have a teaching force that is more representative of the students they teach, and most urban districts have adopted policies

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favoring diverse teaching forces. Thus, it is important that the pool of prospective candidates be sufficiently diverse to meet the hiring needs of urban districts.

A country that believes in equality of opportunity should dedicate its best teachers to its neediest students, helping students in need attain high academic standards is a job for committed, well-trained and well-supported teachers. Instead, students placed at risk of low achievement tend to be taught by the least well prepared, least experienced, and least knowledgeable teachers. (Darling-Hammond, 1999a; Johnston, 1999; Ingersoll, 1999; Kirby, Naftel & Berends, 1999; Lewis, et. al., 1999; Ferguson, 1998; Rowan, et al., 1997). Experienced teachers generally move away from low-achieving students and away from minority students, and most prospective teachers don't want to teach in high-poverty, urban schools (NCES, 1997; NCES, 1995).

Education policymakers, administrators, university faculty, the business community, philanthropic organizations, teachers and others need to collaborate to attract sufficient numbers of high quality teachers to the field, to encourage teachers to teach where they are most needed, and to provide teachers with the support they need to succeed and remain in the profession. Because the costs associated with becoming a teacher are many, minimizing them requires *systemic strategic planning and action*. Everyone with an interest in quality teaching must act together to diminish the costs that discourage exceptionally capable and caring individuals from entering teaching and making teaching their career, particularly in the nation's most challenged schools.

Concentrating upon the particularly urgent needs of urban schools, this report identifies the elements of a strategic plan to recruit and retain high-quality teachers for urban schools. The report recommending simultaneous action on four aspects of a comprehensive approach and describes promising policies and practices that can substantially improve the recruitment and retention of high quality teachers to the nation's neediest schools.

Recruiting and Retaining High-Quality Teachers for Urban Schools — A Four-Point Strategic Plan

Fundamentally, teacher candidates choose not to teach in urban schools because the costs—in terms of finances, career preparation, entry difficulties and working conditions outweigh the perceived benefits of teaching in urban schools. Clearly, the key to recruiting and retaining high-quality teachers for urban schools rests in comprehensive and coordinated efforts at increasing the benefits and decreasing the costs of teaching.

State, local and private initiatives to recruit and retain teachers have traditionally been characterized by a series of disjointed policies that often work at cross-purposes. The primary reason why policies and programs addressing teacher recruitment and retention have not been as effective as they need to be is because they have not been guided by unifying priorities, overarching goals, or shared and clear definitions of what constitutes successful recruitment or retention. Policies and programs have been developed with little notion of how they fit systemically with other policies. Furthermore, without standards by which to judge progress, it is difficult to evaluate any program's success.

Efforts to reduce teacher shortages require proven comprehensive strategies for recruiting and retaining new teachers that increase the benefits, and decrease the costs, of being a teacher in an urban school. These strategies must meet the needs of urban districts in terms of raising teaching quality and maintaining or reducing the costs associated with recruiting and developing novice teachers. A comprehensive plan needs to 1) be based upon current research; 2) incorporate characteristics of existing programs that are known to be effective; and 3) focus on achieving four strategic goals:

1. **Increase the quantity and quality of people entering and returning to teaching;**

2. **Shape the content of preparation programs to encourage teacher candidates to pursue positions and be successful where they are most needed;**

3. **Improve recruitment processes; and**

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4. **Improve beginning teachers' professional experiences and capabilities.**

Strategic Goal #1: Increase the Quantity and Quality of People Teaching in Urban Districts

The nation generally prepares sufficient numbers of teachers overall to fill vacancies – if one does not consider the fields in which teacher candidates are being prepared. However, even in particular fields where there are sufficient numbers of teachers, many urban school districts would find it difficult to hire qualified individuals. Thus, the problem will not be solved by increasing entrants into the field. What is needed instead are clearly targeted strategies that attract teacher candidates of high quality who are most likely to teach where they are needed, both in terms of subject and geographic area.

New strategies to attract promising candidates to careers in teaching too often focus on increasing the quantity of recruits to teaching. However, some targeted teacher recruitment programs have higher standards for admission and higher performance levels among their graduates than entrants into teacher preparation programs overall. In a system of teacher recruitment that is standards-based, states, districts and universities can be freed to think creatively about ways to attract candidates. While high standards will reduce the potential pool of candidates, strategies identified in this report will increase incentives and opportunities to enter teaching and ultimately reduce the demand for new teachers by reducing attrition.

Some of the most effective programs to recruit teachers for urban schools tap local resources for new candidates. Experience has shown that some of the most likely candidates to succeed at teaching in urban schools are those who already live in the city and are familiar with the social, cultural, and economic conditions there. As a result, many of the programs profiled here have a decidedly local, urban focus, not only in terms of where teachers are placed but also in terms of where they are recruited.

Pre-collegiate recruitment.

Over half of all youth that are bound for teacher preparation programs made their decision to become a teacher before they entered college (Metropolitan Life , 1990) and often based their decision upon experiences in clubs or volunteer activities (NCPSE, 1998). Realizing the power of encouraging adolescents to consider careers in teaching, about three-quarters of urban districts operate teacher recruitment programs in their middle- or high-schools (Council of the Great City Schools, 1996). These programs usually take the form of magnet schools and teacher academies, curricular programs, summer programs, or extracurricular clubs. Of these program types, magnet schools, academies, and other curricular-embedded options seem more likely to demonstrate success in terms of student persistence into teacher education and into the field. In the mid-1990s, more than 250 pre-collegiate recruitment programs were operating in at least 44 states and were serving more than 50,000 students each year (Recruiting New Teachers, 1996).

Pre-collegiate recruitment programs also are promising ways to attract minority candidates. About three-quarters of middle- and high school recruitment programs were created to expand the pool of minority teachers, and in 1994 almost two-thirds of students participating in pre-collegiate recruitment activities were members of minority groups and pre-collegiate recruitment programs appear to be able to attract candidates who are academically talented. Eighty percent of pre-collegiate programs have entrance requirements such as above average grade point averages, essays, and recommendations. Over one-third of all programs are not able to serve all interested students (Recruiting New Teachers, 1996).

Pre-Collegiate Teacher Recruitment Programs

Both at the state and district level, programs to encourage middle and high-school students to consider careers in teaching have met with success.

For example, in Rochester, New York individuals studying at the Teaching and Learning Institute, a magnet school for high school students who plan to become teachers, participate in targeted, developmental activities to develop both interest in teaching and a familiar competence with teaching environments. The school, which is in its fourth year, serves approximately 100 students with a curriculum that relies upon partnerships with local universities and elementary schools. Students complete structured observation and exploration in elementary schools in their first two years and continue on to complete orientation programs and a paid public school internship before graduation. The Rochester Public School District guarantees employment to graduates of the magnet school who become licensed to teach in New York. Participation in the magnet school is about 70 percent minority, making the magnet school a potentially effective tool to recruit diverse teaching candidates to Rochester public schools.

South Carolina's Teacher Cadet Project, a curricular program that began in 1986, has since become the most widely replicated model of pre-collegiate teacher recruitment in the country. The high school program is highly competitive—students must have a 3.0 GPA, be enrolled in a college prep program, complete an essay on why they would like to be a teacher cadet and submit recommendations from five teachers in order to be admitted to the program—and attracts some of South Carolina's most academically public school students. Currently, 3,000 juniors and seniors (over 21,000 students since the program began) in 145 high schools complete a yearlong course in which the curriculum includes education history, principles of learning, child development and pedagogy. Students also construct lesson plans, observe students and teachers, teach lessons and tutor other students. Of Teacher Cadet students who become licensed to teach, 90 percent have earned their license in South Carolina, 55 percent teacher in critical subject shortage areas, and two-thirds teach in schools located in geographic areas with critical teacher shortages. The budget for the Teacher Cadet Program in 1998-99 was $263,300 (South Carolina Center for Teacher Recruitment, 1999).

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Recruiting New Teachers (1996), has found that successful pre-collegiate teacher recruitment programs share several interrelated characteristics:

- **Connectedness**, which refers to the human and institutional connections that programs forge both *horizontally*, i.e. among student participants, among participating teachers, and among participating schools, and *vertically*, i.e. between students and faculty, between older and younger students, between elementary and secondary schools, and between secondary schools and higher education institutions.

- **Apprenticeship-style activities**, such as tutoring and practice teaching allow students to experience first-hand the satisfaction helping students learn.

- **Adequate support for staff**, including paid administrative staff to support the work of the program and professional development and incentives for participating teachers.

- **Clear entrance requirements and high expectations** that help to raise the quality of students entering teaching and send a clear message that teaching is a career for the academically talented while providing enough flexibility to give borderline students a chance to succeed.

- **Sufficient resources** to meet staff and program needs consistently and to support participating students, particularly those with financial need, as they enroll in college.

- **Resources for college matriculation**, which may include visits to college campuses, mentoring by students from colleges of education, assistance from college faculty, college sponsored scholarships, and or college credit for pre-collegiate coursework in education.

- **Modeling an evolving concept of teaching** that includes concepts such as multiculturalism, the importance of teacher reflection, bilinguals, technology-based learning, and evolving concepts of teaching and learning.

- **Rigorous evaluation** of program outcomes such the percent of participants placed into teacher preparation programs, the percent who become licensed to teach, and the percent who become teachers.

- **Long-term and stable commitment** at all levels that allows programs to operate consistently and offers them the best change to achieve measurable results.

Contribution to the Balance of Costs and Benefits. In general, pre-collegiate recruitment programs are able to address students' misconceptions about the costs and benefits of being a teacher. They can, for example, allow students to experience first-hand the exhilaration of teaching success by tutoring other students. They can also educate students in what to look for in a high-quality teacher preparation program and how to succeed in such programs. Some pre-collegiate teacher recruitment programs also offer financial aid for their most able students to enroll in university teacher preparation programs. Finally, pre-collegiate teacher recruitment programs can establish selective application criteria that can send powerful messages to middle-and high-school students that teaching is a career for the academically able.

College and University Recruitment

Programs to recruit college students into careers in teaching take many forms. Many campuses offer programs to interest students in their final year of high school and first two years of college to become teachers. Many states also offer university-based financial aid that encourages students to become licensed to teach and accept a position in a hard-to-staff school. Particularly at urban colleges and universities, those recruited into teacher preparation programs that emphasize the skills, knowledge and experience that urban teachers need often go on to accept teaching positions at urban public schools. Of students enrolled in teacher preparation programs, 38 percent made the decision to become a teacher while they were in college.

Many four-year institutions have also started to recruit candidates for their teacher preparation programs from community colleges. Besides sharing the benefits of other recruitment programs that target students during their first two years of college, community college recruitment programs are an excellent source of minority candidates; thirty percent of all students in community colleges are members of minority groups. At Temple University, many highly qualified teacher candidates complete their first two years of higher education at Philadelphia Community College (PCC). Temple and PCC have collaborated to form a smooth transition between campuses, and both schools cooperate to recruit individuals into teaching when they enter the PCC system, particularly in mathematics and science education. The Oregon Collaborative for Excellence in the Preparation of Teachers, which focuses on enhancing the quality and number or mathematics and science teachers from under-represented groups, offers scholarships that range from $1,000 to $4,000 annually. Recruiting particularly from students in the state's community college system, two-thirds of all scholarship recipients in 1998-99 began their higher education at community colleges.

Contribution to the Balance of Costs and Benefits. College and university recruitment programs have the benefit of targeting an academically selective and developing audience that has already demonstrated its motivation to graduate from college. Reducing the overall cost of a college education and developing links between community colleges and teacher preparation institutions make it easier for students to afford to enter a lower-paying field such as education. In terms of benefits to districts and schools, links between urban community colleges and teacher preparation institutions open a teaching pipeline to significant numbers of minority students and students from urban areas who may otherwise not consider a career in teaching.

Recruitment from Alternate Pools of Candidates

Many urban districts have found that candidates from non-traditional pools—such as recent college graduates, working individuals who choose to change their career, school paraprofessionals, local bilingual residents, former teachers or retired persons—are a promising source of high quality teachers.

Programs to develop and recruit from alternate candidate pools often require preparation and support services that differ substantially from traditional four or five year university-based programs because these individuals often already have a bachelor's or master's degree or relevant work experience, work full or part-time, and often have families. Consequently, successful programs to recruit individuals from non-traditional pools often include financial aid resources, childcare, credit for previous college coursework, flexible class scheduling, classes held on-site in local district buildings, and paid internships in lieu of student teaching.

The Pathways to Teaching Careers Program

The DeWitt Wallace-Reader's Digest Fund's *Pathways to Teaching Careers* program, has supported many successful teacher preparation programs for candidates from alternate pools. The *Pathways* programs target their preparation to one or more of four pools of urban teacher candidates: individuals currently working as bilingual and special education paraprofessionals, individuals with liberal arts undergraduate degrees, individuals currently working as teachers with emergency or provisional licenses and returning Peace Corps volunteers who choose to pursue careers in teaching.

Successful strategies employed in Pathways programs are:

- Partnerships with school district
- Broader admissions criteria
- A network of support services
- Underwriting of tuition costs
- Monitoring performance
- Academic support services
- Attention to family needs
- Convenient times and places for classes

Students in *Pathways* programs have a 90 percent retention rate, compared to a retention rate of only two-thirds in traditional undergraduate teacher preparation programs nationwide. Also, Pathways scholars are more likely to be members of minority groups (particularly in the paraprofessional programs) and more likely to be older than the typical college graduate, two characteristics that many districts report seeking in their novice teachers. Finally, preliminary results suggest that Pathways teachers are at least as qualified as teachers from traditional preparation programs are (Villegas & Clewell, 1998).

Alternate Routes to Licensure. Ways of serving candidates from nontraditional pools are often referred to as *alternate routes to licensure*. Alternate routes have the attention of urban teacher recruiters for several reasons:

- Individuals who choose to enter teaching mid-career may be more likely to stay in the district where they are trained, in large part because they have been recruited locally and have a history of living and working in the community

- Mid-career teachers are often older and more mature than graduates from traditional teacher preparation programs.

- There is some evidence that teachers from alternate routes may have less difficulty in classroom management than traditionally certified teachers (Houston, Marsh & McDavid, 1993).

- Teachers from alternate routes were more likely to have grown up in an urban environment, more likely to be bilingual, more likely to want to teach in an urban area, and more likely to want to teach disadvantaged students (Natriello & Zumwalt, 1993).

- Teachers from alternate routes are more likely to be non-white and Hispanic (Feistritzer and Chester, 1999).

- Teachers from alternative routes are more likely to be teaching mathematics or science (Shen, 1997).

Over half of urban districts in one survey reported working in collaboration with a local college or teacher union in order to offer programs to attract non-traditional candidates to teaching (Council of the Great City Schools, 1996). Most commonly, these programs recruit urban paraprofessional teachers into programs that cater to the particular professional strengths and scheduling and financial needs they possess. In fact, urban special education and bilingual paraprofessionals have proven to be a great source of teachers in these two shortage areas, and many cities operate some of their largest and most successful alternate routes for candidates from these backgrounds. Other programs serve the needs of military and business retirees and other local candidates pools. In general, programs to support candidates from alternate pools have been sponsored by universities, school districts and states. They vary in terms of their methods, requirements and target population, but all share a commitment to open pathways, rather than close doors, to careers in teaching.

Teachers for Chicago

Teachers for Chicago is a collaboration of the Chicago Public Schools, Chicago Teacher's Union, Chicago State University, Loyola University of Chicago, the Council of Chicago Area Deans of Education and the Golden Apple Foundation. This alliance has the goal of recruiting, preparing and supporting on-site 100 individuals from the city each year to teach in Chicago. Participants, who must already have a bachelor's degree, can earn a salary and receive free tuition, a salary of $22,000 and medical benefits while preparing to teach. The preparation program lasts three summers and two school years, during which program participants work full-time in city schools. In return for participating in the program, program participants agree to teach for at least two years in Chicago's public schools. Since 1992, about 600 teachers have been prepared to work in Chicago public schools under the Teachers for Chicago program. Of these participants, more than 60 percent are minorities and almost 90 percent plan to teach in Chicago public schools beyond their initial commitment.

A caution: alternative routes to teacher licensure take many forms. Some are little more than summer introductions to teaching and learning from experience. Others, like those identified above, bring committed people into teaching and provide them with rigorous professional development opportunities and the support of specially trained mentor-teachers. (For a description of the range of alternate route programs, see Feistritzer & Chester, 1999).

Attracting Teachers from the Reserve Pool

There are, literally, millions of once-licensed teachers who left teaching to assume full-time responsibilities of parenting, to pursue another career, or to retire from full time employment. Some number of these many experienced teachers could be attracted back to teaching if the cost of doing so were reduced and the benefits were increased. Incentives for recruiting teachers from the "reserve pool" include job sharing, part-time employment, portability across state and district lines of pensions and licenses, salaries that are proportional to their effort (rather than substitute pay), and fringe benefits (like health insurance) not otherwise available to them.

Contribution to the Balance of Costs and Benefits. Individuals who live and work in urban areas have already chosen to accept many of the costs that can be associated with urban living such as higher cost of living, greater proximity to crime and congestion, and they know the many benefits of urban environments. Therefore, recruiting from among these individuals diminishes the likelihood that they will leave urban teaching positions because of the particular characteristics of urban areas. Creating well-designed routes to certification for individuals from alternate pools also effectively addresses many of the financial costs of career changing, such as needing to quit work in order to return to school or complete student teaching. Alternate routes also often offer generous financial aid packages, and childcare services to help individuals with families choose to teach.

For districts, programs to attract candidates from alternate pools can attract more non-white and Hispanic candidates to teaching positions in the district and have proven to be highly effective ways to fill positions in special and bilingual education with dedicated individuals from the paraprofessional pipeline. Mid-career candidates from alternate routes are also more likely to remain in the district long-term, which saves districts the costs of recruiting and providing induction programs for replacement teachers.

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It may be that first-hand experience with urban communities also enhances a teacher's ability to address the learning needs of diverse students and to relate well to families and community organizations.

A basic way to increase the benefits of teaching, and thereby increase the supply of teacher candidates and reduce teacher attrition, would be to increase teacher salaries in targeted ways. This possibility is discussed later in this report.

Strategic Goal #2: Shape the Content of Preparation Programs to Encourage Teacher Candidates to Pursue and Be Successful Where they are Most Needed

While there is considerable debate about the quality of teacher preparation programs, there appears to be substantial agreement-- even among teacher educators-- about at least two things. First, the quality of teacher preparation programs varies enormously. Second, with some exceptions, most teacher preparation programs do not adequately ready teacher candidates to work effectively with students from diverse racial and ethnic backgrounds or students with special learning needs. Not surprisingly, prospective teachers seek positions where they have confidence they can make a difference and novice teachers do not stay in jobs in which they do not feel they can be successful.

Creating well developed alternate routes to certification is one promising way to structure teacher preparation. But there are other ways to build flexible, high-quality preparation programs within traditional university settings that may appeal to candidates likely to teach in urban schools. Teacher preparation programs that serve the targeted needs of individuals who are likely to teach in urban schools may build upon a conventional 4 or 5 year undergraduate degree course. However, if their impact on teacher recruitment and retention is to be significant, attention must be paid to (1) instructional strategies and the content of curriculum—to ensure it emphasizes the skills and knowledge needed by urban teachers and (2) the location and type of clinical experiences—to make sure that teacher candidates learn to teach in urban settings during their preparation program. Also, teacher preparation programs that serve candidates who themselves come from low-performing urban schools may consider providing support services to help able students overcome residual learning gaps from their K-12 schooling.

Recently, a report for the National Commission on Teaching and America's Future concluded that effective teacher preparation programs share many characteristics, including:

- **Clear Vision**—A clear vision of good teaching expressed in clearly articulated standards that form the basis for all courses, every clinical experience, and all evaluation;
- **In-depth Knowledge**—A curriculum that includes substantial knowledge in subject matter, child development, learning theory, cognition, motivation and effective teaching strategies and require students to apply knowledge in all of these areas through clinical experience;
- **Extensive Experience**—Clinical experiences of at least 30 weeks that correspond with closely related courses;
- **Consistency**—Faculty at universities and partner schools that share knowledge, beliefs and values about teaching and learning that are reflected in the curriculum; and
- **Meaningful Evaluation**—Portfolio and other types of assessments that require candidates to apply, rather than only describe, knowledge (Darling-Hammond,1997).

In addition, preparation programs that prepare teachers for urban schools need to include in their curriculum the study of unique elements of an urban teacher's job, including ways of teaching diverse students and doing so deeply in context (Ladson-Billings & Darling-Hammond, 1999).

Individuals preparing to teach in urban schools should have extended clinical experiences in urban settings. With increasing frequency, these clinical experiences are occurring at professional development schools. Professional development schools consist of elementary and secondary schools where practicing teachers and administrators work with university faculty and teacher candidates to deliberate together on student learning issues, ensure relevance between theory and practice in education, and influence the development of teaching as a profession. Faculty from both the professional development school and a collaborating university work together (Levine & Tractman, 1997). There is early evidence that this preparation to teach in urban settings reduces teacher attrition (Fleener, 1999).

Restructuring teacher preparation programs to better ready new teacher for urban schools is, however, no simple matter. Teacher educators have experimented with many different strategies for increasing the confidence and capabilities of teacher candidates to work in culturally diverse urban schools. Some of these programs have been successful (Buckley-VanHoek, et al., 1998; Ross & Smith, 1992). Other programs have increased competencies but not the motivation to teach in urban schools (Wiggins & Fello, 1999).

While the path to better preparation for teaching in urban schools is not well defined, the challenge is being pursued by many teacher education programs. For example, The Holmes Partnership, a national coalition of university education deans, public schools, and teachers' unions dedicated to improving teacher education, operates the Urban Network to Improve Teacher Education (UNITE). UNITE consists of 33 sites across the country that bring colleges of education together with partnering P-12 schools to engage in the simultaneous and aligned renewal of teacher education and urban schools.

Contribution to the Balance of Costs and Benefits. By maximizing the opportunity to apply theory to practice, high quality teacher preparation programs can make themselves timely and relevant and encourage candidates to be confident about teaching in urban schools. Furthermore, some innovative preparation programs to teach in urban schools offer financial assistance to candidates in order to reduce the financial costs of preparation. Many effective teacher preparation programs serve candidates who already have a bachelor's degree in another field.

Alverno College:
Effective Competency-Based Teacher Preparation

Alverno College, a community college that serves largely first-generation college students from the Milwaukee area, requires teacher candidates to master an "ability-based curriculum" and demonstrate competency in eight areas:

- Communication
- Analysis, an ability to fuse experience, reason, and training to exercise good judgement
- Problem solving
- Values in decision-making, an ability to reflect and constantly try to understand moral dimensions of decisions while accepting responsibility for the consequences of personal decisions
- Social interaction, an ability to work with committees, task forces, and other types of groups
- Global Perspective, an ability to explain diverse opinions and beliefs about global issues
- Effective citizenship, an ability to make informed decisions and develop strategies for collaborative community involvement in public issues
- Aesthetic responsiveness, making informed responses to artistic expressions that take into account the theoretical, historical and cultural context.
- Professional abilities, which include such elements as integrating knowledge and teaching pedagogy, managing educational resources, and diagnosing student needs.

Basing a curriculum upon these capacities required Alverno to revamp their course and assessment practices in profound ways. In each content area, faculty has developed discrete levels of mastery, and students move through the levels as they progress through the preparation program. Evaluation is by performance assessments, often undertaken during extensive field experience, and upon graduation students receive narrative assessments from faculty rather than a traditional transcript.

More than 80 percent of all Alverno graduates receive immediate jobs in teaching and 40 percent of all graduates are hired by the Milwaukee Public Schools. Furthermore, Alverno prepares 25 percent more minority teachers than any other college or university in the Milwaukee area.

Source: U.S. Department of Education. 1998. Promising Practices: New Ways to Improve Teacher Quality. Washington, DC: Author.

By targeting such college graduates, programs are able to expedite the preparation process and place those who want to teach into positions at relatively low cost. Most important, to the extent that preparation programs increase the

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effectiveness of beginning teachers. Thus, the greatest benefit of teaching—the realization that one is making a difference in the lives of one's students— is increased.

Strategic Goal # 3: Improve the Recruitment and Hiring Process

Improve the Hiring Process

In many urban districts, the process of applying for and being appointed to a teaching position can take several months. This discourages many applicants and also means that many individuals who are willing and able to teach in urban areas get and accepts job offers from other districts first. In hard-to-staff locations such as urban schools, both the time of hiring and early notification of what and where an individual will be teaching make a difference in terms of a candidate's likelihood to accept the offer. Although safeguards such as checking credentials and completing background checks are important components of an effective hiring process, urban districts should ensure that the procedure applicants endure is as efficient as possible. Some large urban districts still keep candidate information in folders, which means that, assuming the folder is not misplaced, a candidate can only be considered for one vacancy at a time.

New technologies make it possible for districts to complete background and credential checks in a matter of days, if not hours. Districts that make wise use of new technology may be able to reduce the lag time between application and job offer substantially, which can convince prospective teachers that the district genuinely wants them.

St. Paul's Collaborative Urban Educator Program

Minneapolis Public Schools, Saint Paul School District, and the University of St. Thomas have jointly designed and implemented a highly competitive program to prepare top-quality professionals from underrepresented groups to teach in the cities' elementary schools. The program was created for two purposes: 1) to prepare effective urban educators who are dedicated to the success of every student and 2) to provide professional development to the cities' practicing teachers.

Over 13-months, program participants work closely with experienced teachers in urban classes, complete coursework and undertake student teaching. The program provides incentives such as full tuition and fee waivers, monthly stipends, books and instructional materials. Once in the program, participants also receive intensive instruction from a cooperating mentor teacher.

Because of the high quality and excellent reputation of the Collaborative Urban Educator Program, twice as many applicants are turned away as are accepted.

In New Haven, California, an urban district of 14,000 students in the San Francisco Bay area, most new teacher hiring decisions are made in April of the previous year and teaching assignments are made in June. To attract new teachers, New Haven offers an on-line application, a full-time credential analyst to help teachers who come from out-of-state navigate California's licensure requirements, and a partnership with California State University at Hayward for coursework needed for full certification for teachers from out-of-state. New Haven also is on the forefront of the use of technology to streamline their hiring process. With a computerized and networked applicant tracking system, principals can search a database of active candidates according to their needs. Applicants from outside the Bay area can be interviewed via video conference (Snyder, 1998).

Teacher hiring procedures in New York City have been decentralized so that now new satellite offices in 11 communities across the city conduct interviews, gather fingerprints and complete background checks. As another attempt to encourage early hiring, for the first time ever the city's school districts received their budgets before the end of the school year, so they could estimate with relative accuracy the number of teachers they could hire during the summer. Notorious for a late-August and September rush to hire teachers, in 1998 New York had already filled more than half of their anticipated vacancies by April.

Rochester, New York typically spends about $5,000 to recruit each of their new teachers, many of whom come from out-of-state. The district offers "open" contracts to the most promising candidates, many of whom come from historically black colleges and universities where Rochester actively recruits. For particularly outstanding candidates, the district offers an all-expense paid four-day trip to Rochester to help them decide in favor of

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Rochester. The district's nationally recognized Mentor Teacher-Intern Program is another effective tool to attract many teachers to Rochester.

Contribution to the Balance of Costs and Benefits. Revamping hiring procedures is an effective way to make sure that every high quality candidate that wants to teach in an urban school is able to do so. Reducing uncertainties about employment opportunities helps prospective teachers decide to teach in urban districts. Eliminating barriers to clarity about prospective teaching assignments reduces the costs of becoming a teacher.

Provide Financial Incentives

Once offered a position at an urban district, a decision that too often comes late in the summer after other districts have made offers, there may not be a compelling reason for a teacher candidate to take a position in a school which is likely to be, by all measures, a more challenging place to work and which offers less support than other positions. Incentive programs to encourage teachers to accept urban positions over those in suburban districts may be an effective way to sway the balance in favor of an urban job offer.

Many urban districts and states have begun to offer incentives to attract teachers to hard-to-fill positions. Incentives are efforts by local districts and states to offset the costs, often financial, of teaching in their schools. These may include such things as home-buying grants or low interest mortgages, signing bonuses, relocation expenses, college loan forgiveness, and tuition reimbursement.

In 1998, Baltimore started offering $5,000 home-buying grants to new teachers to encourage these teachers to live in the city and grow roots in the community in which they teach. This is only one of a set of strategies to attract hundreds of new teachers to Baltimore City schools each year. Other strategies include a comprehensive mentoring program for novice teachers, increasing beginning teacher salaries by more than 10 percent and paying some relocation expenses for teachers that come from out-of-state. Although it is too early to know if Baltimore's incentive package succeeds in attracting individuals *and encouraging them to stay* in the city's schools, but in the first year, Baltimore's incentive package helped attract 1,200 new teachers to the city's schools.

Other states and districts have opted for general signing bonuses. In Dallas, for example, the district started offering $1,500 signing bonuses to each of the 900 new hires in 1998 (Bradley, 1998). Massachusetts provides signing bonuses of $20,000 (paid out over four years) to about 50 of the most academically talented teaching applicants.

Many of these incentive programs are new; the evidence on their effectiveness is not in. Moreover, the extent to which new teachers attracted to urban schools choose to remain in these schools for their career has yet to be established. Based upon the results of studies of teacher retention, it is reasonable to assume that even if incentive packages attract new teachers, a set of supports and benefits need to be in place in order for teachers to remain in urban schools and in the profession.

Conditions of Teaching as Incentives

The purpose of incentives is, of course, to make teaching in urban schools relatively more attractive. It follows those things that increase the candidates' perception that the chances that they will be successful and that reduce stress will lead to the choice of teaching in an urban school. Evidence from Texas suggests that conditions of work are particularly important influences on minority candidates and teachers (Kirby, Naftel & Barendo). Things like smaller classes, assignment to classes the candidate is best prepared to teach, and good support from colleagues and administrators, and even adequate and safe parking, are important considerations for beginning teachers. Fear of failure may be one of the most important determinants of the decision about where to teach. The more urban districts can do to ensure that novice teachers are successful, the easier the job of competing for teaching talent will be and the more students will learn.

Differential Pay

Some districts provide extra incentives to teachers who are licensed to teach in a shortage field and who possess skills in special demand, such as bilingual teaching. In Detroit, for example, teachers in high-need fields receive a $3,000 salary differential. In Los Angeles, teachers who are bilingual can earn an extra $5,000 on top of their regular teaching salary.

Contribution to the Balance of Cost and Benefits. Incentives for teaching high need subjects, or in urban schools serving students with special needs, could help to counterbalance the psychological and financial costs of teaching in an urban school.

Strategic Goal #4: Supporting Teachers' Professional Growth once working in a District

Novice teachers often face a difficult transition from teacher preparation programs in large part because they are expected to work at full capacity, making the same types of decisions on curricular content, pedagogical theory, teaching methods and child development as their more experienced colleagues, often under even more challenging circumstances. In other words, new teachers have at least two jobs to do: they have to teach, and they have to learn to teach in a particular context. In no profession except teaching are novices, so left to their own devices and given independent responsibility for substantive professional decisions. In law, senior partners review the work of beginning lawyers. In medicine, physician's complete internships and residencies where they are closely tutored by more experienced staff.

Achieving excellence in any profession is a developmental process. Even the best-prepared beginning teacher benefits from direct, daily support from experienced and successful teachers. First-year teachers often work alone, completely responsible for important educational decisions and unable to consult regularly with their more experienced and successful peers. Because of the apprenticeship nature of learning to teach effectively, novice teachers need support, particularly through their first few years of teaching. Effective support includes initial placements in which new teachers can focus upon improving their skills as teachers, targeted professional development, a close mentoring relationship with a highly competent and experienced teacher colleague (Feiman-Nemser, 1999).

Teacher Placement

In many districts, union contracts allow the most experienced teachers to move into vacant positions first. The common results are that the most experienced teachers move, over time, into better schools and into less troubled classrooms. Novice teachers, on the other hand, consistently are placed in positions that other teachers choose to vacate—often those with discipline problems, those with high numbers of students with special needs, or those with scant resources. The high-stakes and high potential for failure associated with teaching these classes causes new teachers to become frustrated, loose their sense of self-competence, and eventually quit.

Teaching is also more difficult when one is assigned to teach a subject for which he or she is not prepared. Very large numbers of teachers in schools that serve low-income students are assigned to teach classes in which they have no special preparation, even though they are fully licensed to teach another subject (Ingersoll, 1999). Assigning new teachers to so-called "out-of-field" teaching almost certainly increases the probability that the new teacher who has options will seek employment elsewhere.

High-quality Induction Programs

Induction programs are one of the most effective ways to retain novice teachers in urban schools because they give new teachers the support they need in order to develop the particular knowledge and skills required of them on the job. Not only do they provide support to new teachers, but also they help them to develop increasingly higher levels of professional practice through reflection and the continual study of teaching and learning. They also integrate new teachers into the social life of their school by providing them with a network of new and experienced teachers with whom to share concerns and discuss issues. Finally, good induction programs increase retention among novice

teachers, often help to attract new teachers to a district, and can increase teacher effectiveness across the board (Darling-Hammond, 1999a).

Some districts have well developed induction programs to support novice teachers. Most states are considering or already undertaking some sort of induction effort, but the details vary across borders. In some states, programs are mandated but not funded. In other states, induction is a local option. It seems safe to say that most beginning teachers do not have the opportunity to be adequately supported and to enhance their competence through targeted professional development. Among state initiatives of interest are:

- California provides some of the highest funding of any state for their California Mentor Teacher Program and Beginning Teacher Support and Assessment Program (about $4,000 stipend for every mentor teacher plus $1900 per mentor for each district to pay for release time, professional development and supplies).

- Delaware operates a voluntary program, but in 1998 every district in the state opted to participate. Districts receive funds to pay for stipends, release time, and training.

- In Connecticut, the induction process plays an integral role in a comprehensive state plan for ensuring teaching quality. There are no teacher shortages in Connecticut (Darling-Hammond, 1999b).

The results of high-quality induction can be profound. In Columbus, Ohio, for example, 98 percent of the entry-year teachers have been retained since they began providing them with a comprehensive induction program (Stroot, 1999). An induction program in which Texas A&M University collaborated with Corpus Christi resulted in five-year retention rates among participating teachers of between 94 and 100 percent. The implementation of a quality induction program in Seattle reduced the over fifty percent attrition rate of beginning teachers to under 10 percent. When Rochester implemented a high quality induction program, teacher attrition was reduced by 70 percent. See box, "Two Models of Teacher Induction."

High-quality teacher induction programs that increase novice teacher's quality and retention share many characteristics (Evertson & Smithey, 1999; Feiman-Nemser, et al., 1999; Gold, 1996).

- Effective programs acknowledge that beginning teachers are not finished products;
- Effective induction focuses on providing support for new teachers;
- Effective programs must include all beginning teachers in a state or district;
- Effective induction programs involve experienced teachers as mentors and involve the entire school community in the process of cultivating good teaching;
- Effective induction programs are based upon well-defined standards and include a mentor development system that continues through their time of service as mentors;
- Effective induction includes an in-service educational program that is based on needs defined by both beginning and mentor teachers;
- Effective induction is supported by consistent, earmarked funding;
- Effective induction includes a process to meaningfully evaluate new teachers according to agreed-upon standards;
- Effective induction includes a process to measure its effectiveness;
- Effective induction programs go beyond the first year of teachers' careers; and
- Effective induction programs give new teachers the opportunities they need to learn most effectively, including reduced teaching loads so they have time to plan and to observe other teachers, placements in teaching fields in which new teachers are qualified, less challenging teaching assignments and targeted professional development.

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Two Models of Teacher Induction

Created in response to the New Mexico State Board of Education's mandate that each district provide support to all beginning teachers, the Albuquerque Public Schools/University of New Mexico Teacher Induction Program was established in the mid-1980s to help novice teachers bridge the gap between preservice and beginning teaching. Several agencies collaborate in the operation of the program, including the University of New Mexico, the Albuquerque Teachers Federation, Albuquerque Public Schools, Rio Rancho Public Schools, Belen Consolidated Schools and Moriarty Municipal Schools.

The program has four components:

- A "no additional cost" exchange of services between university and public school teachers;
- A Resident Teacher program that allows highly qualified participants in the induction program to enroll in a full-time academic program at the University of New Mexico while completing their first year of teaching;
- Clinical Support Teachers, veteran classroom teachers who are released from classroom teaching for three years to provide full-time support to inductees; and;
- An in service training component.

Winner of the 1995 AACTE Distinguished Achievement Award, the Albuquerque Public Schools/University of New Mexico Teacher Induction Program is an excellent example of the potential for active collaboration among the union, school districts and universities around teacher induction. Better yet, the program's outcomes are impressive: more than 85 percent of Resident Teachers and more than 80 percent of new teachers overall is still teaching after five years.

In Cincinnati, the Peer Assistance and Evaluation Program (PAEP) uniquely combines novice teacher support with accountability mechanisms. Begun in 1985, PAEP was the forerunner to a comprehensive career ladder based on high standards of teacher professionalism that begins with high-quality teacher induction and proceeds at all levels with a system of peer evaluation.

Teachers in Cincinnati Public Schools move through four levels:

- Intern, lasting up to two years and including participation in teacher induction activities;
- Resident, a stage of at least two years in which teachers must complete 30 hours of graduates coursework and are evaluated for tenure by their principals;
- Career, when teachers have tenure; and
- Lead, a designation, which requires teachers to have at least six years of experience and be evaluated by their principal, their colleagues and a trained teacher observer. Lead teachers are eligible to be consulting teachers, who mentor new teachers and tutor experienced teachers who demonstrate serious teaching deficiencies.

Cincinnati is proving that peer evaluation and support can work. Over the last five years, about one-fifth of all CPS teachers left the district. Even more impressive, only three percent of first year teachers left the district.

Fideler L. & Haselkorn, D. Recruiting New Teachers: Learning the Ropes. Urban Teacher Induction Programs and Practices in the United States. Belmont, MA: Recruiting New Teachers, 1999.

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Not only do effective induction programs help novice teachers develop, but also they can pay off for districts both financially and in terms of student achievement. Early results from induction program evaluations in Texas and California suggest that many of the costs associated with induction can be recovered by lowering attrition rates and thereby reducing the costs associated with hiring, orienting and evaluating new teachers. In terms of student achievement, keeping the teachers through their first few years can pay off substantially; teachers who stay in classrooms longer than five years teach students to higher achievement levels than those with less than three years of experience. Furthermore, novice teachers who participate in effective mentoring programs move more rapidly through the stages of becoming an effective teacher.

Contribution to the Balance of Costs and Benefits.

Among the most important benefits of teaching is the sense that one is changing the lives of one's students for the better. Increasing teacher effectiveness and reducing stress through quality induction programs enhances teachers' sense of efficiency. Teachers' perceptions, justified or not, that teaching in urban areas has relatively high costs can be altered by providing them support at a time when concerns about career choice are high and the need to learn more is great.

Conclusion: Setting Priorities

The array of strategies identified in this report represent a menu of policy choices for recruiting and retaining highly qualified teachers for urban schools. Since school districts vary in their resources, current policies, practices, and labor market conditions they confront, the strategies they can and should pursue will differ among districts. The challenge, then, is to develop a comprehensive plan district by district in the context of state policies that, hopefully, will become more predictable and uniform.

Increasing and Equalizing Teacher Salaries

In some cases, strategies most likely to be effective are also the most costly. This report has not focused on teacher salaries but job-related differences in income are at the heart of the dynamics of any labor market.

While prospective teachers are likely to place high value on the spiritual and moral rewards of teaching, like most entrants to the labor pool, they are concerned about the financial rewards and related benefits of the careers they are considering. There is evidence that increasing teachers' salaries in urban communities relative to surrounding communities will reduce urban teacher shortages. Using data from all Texas school districts, Kirby, Naftel and Berends (1999) estimate the importance of teacher salary increases on teacher attrition. They concluded that by adding $1000 to teacher salaries would decrease attrition for all teachers by 3 percent and by 5-6 percent among black and Hispanic teachers. And, higher salaries will attract more academically talented people to teaching (Manski, 1983).

Increasing teacher salaries is, of course, a costly policy for districts to pursue, it seems important to note that the salary gap between teachers and other professionals widens fairly quickly over time and that teacher shortages are greater for some teaching fields than for others, salary increases might be most cost-effective if they focused on teachers in hard-to-recruit-for fields than for others, salary increases might be most cost-effective if they focused on teachers in hard-to-recruit-for fields and schools and on teachers who have demonstrated their effectiveness. This latter approach, however, needs to take into account that, on average, teacher effectiveness levels off after the first several years of teaching. This reality has led some experts on teacher compensation to argue that pay increases over the life of a teacher's career should be tied to evidence of teachers' professional growth (Odden & Kelley, 1999).

Making the Task of Recruiting Good Teachers Easier

The strategies one must adopt to ensure a quality teaching force depends of course, on the number of teachers one must recruit on a continuing basis. The greater the number, the more difficult it will be to find high quality recruits and the more expensive the recruitment process will be. It follows, then, that priority should be placed on reducing the attrition of highly qualified teachers who are already employed. Salaries are part of this story but the quality of the professional experiences beginning teachers have are critical. This focus on what has been called induction here

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not only would reduce the demand for new teachers over time, it will result in improvements in student achievement by giving students the opportunity to be taught by more academically able and more experienced teachers.

The Importance of State Policies

This report has focused largely on what urban districts might do to address chronic shortages of well qualified teachers. There are many things that states can together and for their districts that would improve the quality of teaches in urban schools. The four most important of these may be: (1) eliminating barriers to the effective working of the labor market and (2) equalizing salaries and benefits for teachers in urban schools, (3) providing financial support to teacher candidates who will teach in high-need schools and fields and (4) defray the costs of high quality induction programs.

Tools for Priority Setting

Assessing Current Policies and Practices. The first step in developing a strategic plan is to benchmark what is now being done against promising alternatives. Appendix A provides a checklist that may be helpful in undertaking such an assessment.

Targeting Different Pools of Potential Candidates. An essential component of any strategic plan is the so-called "environmental scan". The most important part of that scan to strategic planning for successfully recruiting teachers is the identification of the current and potential supply of candidates for teaching positions. The candidate cohort in any district is comprised of at least four pools:

- Persons being certified through college and university-based programs (including "alternative routes" of this kind)
- District-based licensure programs
- Persons who have taught in other districts and states
- Persons who have taught in the district

The candidates in each pool have different characteristics and needs. Therefore, the policies and practices that should be emphasized in a district will depend on the size and quality of each of the pools and on the district's needs for particular expertise and experience.

First Things First

Districts have many options for increasing the quality of teaching their students experience. How they invest resources in a strategic plan will depend on the priorities they have for the students in their district and the choices they have to make about the allocation of resources to teacher recruitment and induction in comparison to other policy options for improving student performance.

While political consideration move policy makers, school administrators and teachers to adopt many different "solutions" to the school improvement problem, there is abundant evidence that the nation cannot expect to have higher performing schools, especially in its urban areas, unless we do what needs to be done to recruit and retain highly qualified and committed teachers. The return on investments in other school improvement strategies -- restructuring governance, higher standards, high stakes testing, ending social promotion, reducing class size, and increasing access to educational technology--have less potential for increasing student achievement than do strategies to improve teachers capabilities and the conditions under which they practice their profession.

So, first things first. Quality schools depend on quality teaching. Quality teaching, in turn, depends on the development and implementation of comprehensive strategic plans to recruit and retain highly effective teachers.

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Appendix A

Policy and Program Checklist for Teacher Recruitment and Retention

This checklist is provided as a guide to help state and local policymakers, university faculty and administrators, and teacher leaders and business and philanthropic representatives target their activities in teacher recruitment and induction towards proven options with track records of effectiveness in reducing the costs and increasing the benefits of becoming a teacher in an urban school. The numbers to the left of each question suggest which stakeholders might find the query most relevant.

1=state policymakers **2**=local policymakers **3**=university personnel **4**=business/philanthropic community

- ***Increase the Quantity and Quality of People Entering Teaching***

Focus on Local Resources

2 4	Has a local assessment been undertaken to define unique, nontraditional local sources for teacher candidates for the particular area in question?
1 2 3 4	Are flexible preparation programs in place that cater to individuals from the community?

High School Recruitment

1 2 3 4	Are there financial incentives to encourage young individuals to enter teaching (i.e. scholarships, grants, and attractive future salaries)?
1 2 3 4	Are programs in place to encourage middle and high-school students to enter careers in teaching, (i.e. summer academies, tutoring programs, career clubs, magnet schools, etc)?
1 2 3 4	Have these programs been evaluated for effectiveness and outcomes and have they been improved where necessary?
1 2 3	Are entrance standards sufficiently rigorous to communicate to students that teaching is a career for the academically talented?

College Recruitment

1 3	Are there financial incentives to encourage two-year and four-year college students to enter teacher preparation programs (i.e. scholarships, grants, loan forgiveness and attractive teaching salaries)?
3	Does the College of Education have an active program to recruit future urban teacher candidates?
1 2 3	Are mechanisms in place to recruit promising students from two-year colleges into teacher preparation programs?
1 3	Are college recruitment programs regularly evaluated and improved where necessary?

Alternate Routes and Paraeducator Programs

1 2 3	Are teacher recruitment efforts flexible enough to focus on the unique human resources found in each local community (i.e. bilingual residents, military retires from a nearby base, retirees from local businesses, etc?)
2 3	Have partnerships been forged between schools/districts and colleges and universities to recruit and prepare non-traditional teacher candidates from the local community?
1 2 3	Are mid-career recruitment programs regularly evaluated in terms of process and outcomes and improved where necessary?

- ***Shape the Content of Preparation Programs to Encourage Teacher Candidates to Pursue Positions and Be Successful where They Are Most Needed***

College Programming

1		Are state program accreditation systems as streamlined as possible, and do they maximize the number of teacher preparation programs in high need subject areas?
1		Are program accreditation requirements within states sufficiently flexible to allow for the establishment of alternate routes to certification?
1	3	Are teacher preparation programs providing curricula that explicitly prepare teachers to work in urban schools?
1	3	Do colleges of education make it convenient for candidates who must work to attend classes and internship?
1	3	The programs for retraining in shortage fields available?

Curricular Reform

1	2 3	Does the teacher preparation curriculum provide knowledge, skills and experience in working with students with a variety of special needs?
1	2 3	Does the teacher preparation curriculum expose teacher candidates to the particular knowledge and skills that may be necessary to work in a hard-to-serve school?

Candidate Support Programs

	3	Are tutoring services available to support teacher candidates, particularly those who come from hard-to-staff public schools themselves?
	3	Do academic and professional counselors encourage teacher candidates to consider teaching in urban schools?
	3	Are campus-based support systems in place that continue to monitor and assist teachers during their first year of teaching?

Urban Teaching Experience

1	2 3	Are urban student teaching placements and internships available to teacher candidates wherever possible, particularly in professional development schools?

- ***Improve the Recruitment Process***

Incentive Programs

1	2 4	Are there financial incentives to encourage individuals to enter teaching (such as loan forgiveness programs, competitive starting salaries, attractive salary scales) and, once they have entered teaching, to teach in a high need school (such as low-interest home loans, student loan repayment offers, generous continuing education grants)?
1	2 4	Do hard-to-serve urban schools and districts offer a variety of non-financial incentives for teachers, such as low class sizes, high-quality professional development opportunities, and high levels of support?
1	2 4	Is there an effective research agenda to define the barriers to entering a career in teaching in areas with high need?
1	2	Does funding of urban schools allow for the establishment of exemplary teaching conditions in terms of class sizes, amount of planning time, condition of facilities, retirement bonuses, etc.?
1	2 4	Are funds available (both in terms of tuition reimbursements and incentive pay) to encourage current teachers to become re-trained in shortage areas?

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Streamline the Hiring Process

2	Are candidates asked to complete minimum paperwork in order to apply for a position in a hard-to-serve district?
2	Are hiring decisions made as early as possible (preferably earlier than neighboring districts), and the successful candidates informed promptly? as efficient as possible?
2	Has the process of evaluating and sorting candidate applications been streamlined to be as efficient possible.

Flexible Working Options

2	Are schools permitted to make use of part-time teachers, particularly where a full-time teacher has not been forthcoming?

- ***Improve Beginning Teachers' Professional Experiences and Capabilities***

Teacher Placement

1 2	Are novice teachers placed in teaching positions that are most likely to allow them to concentrate upon improving their practice and be successful?
1 2	Are novice teachers' assigned to teach classes in which they are full certified?

Induction Programs

1 2 4	Are consistent funds available to serve all beginning teachers with an induction program?
1 2 3	Do mentors receive consistent training, based upon established standards of mentorship?
1 2	Are standards in place, both in terms of what mentors are expected to do and what new teachers are expected to accomplish?
1 2	Does the induction program have an evaluation component, both for the beginning teacher (formative and summative evaluation) and for the program itself?
1 2	Are new teachers placed in teaching positions where they are most likely to thrive, for example with classes of students who demonstrate no learning or behavioral difficulties and in fields where the new teacher is qualified to teach?

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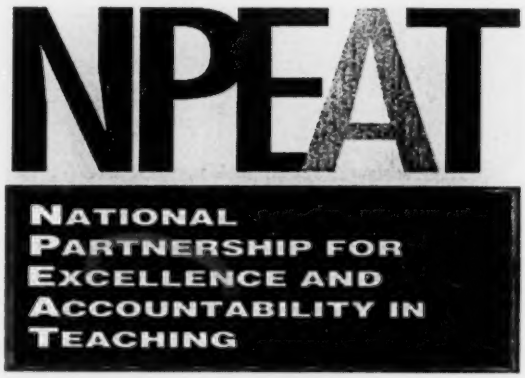

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